

QUEEN ANNE PLAN

PART 2



QUEEN ANNE NEIGHBORHOOD
PLANNING COMMITTEE



QUEEN ANNE PLAN

The Neighborhood Plan
for the
Community of Queen Anne

Prepared by

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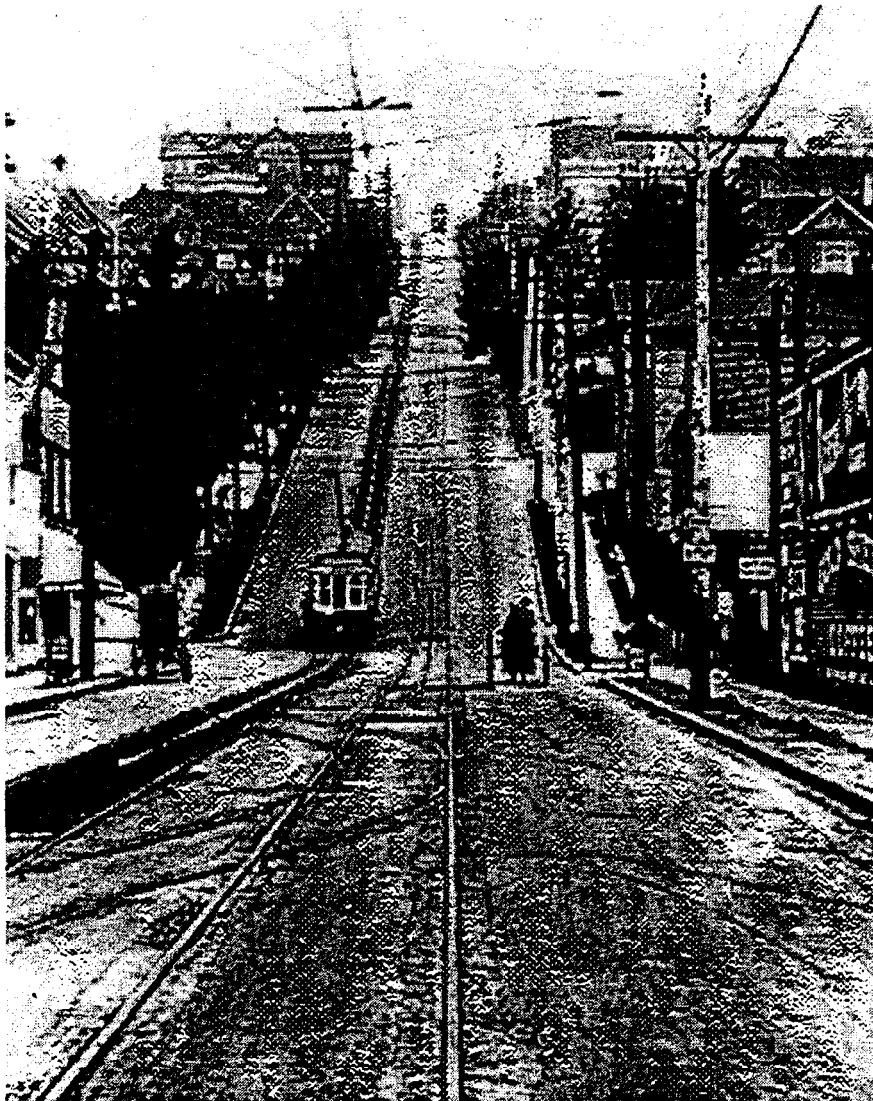
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1 .0 INTRODUCTION TO THE QUEEN ANNE PLAN

1.1 QUEEN ANNE'S PLAN

Queen Anne's neighborhood plan has been years in the making. It represents the collective vision, goals, and specific plans and actions identified by the Queen Anne community through an intensive collaborative process. This document reflects the unprecedented efforts of hundreds of active community participants, thousands of hours of volunteer and professional labor, and countless decisions made in the interest of the Queen Anne community and the City of Seattle. The *Queen Anne Plan* is the work of an active community which has worked long hours shaping its collective future.



Looking Up the Counterbalance, ca. 1900

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The *Queen Anne Plan* is arranged in three parts. "Part 1 - Queen Anne Plan Summary" provides an overview of the plan and summarizes important plan features. The Summary briefly describes the planning process and summarizes Plan Goals, "Specific Plans" or integrated projects, and Planning Recommendations or actions. The Summary is intended to provide a quick reference to the *Queen Anne Plan* and serves as a handy communication tool. "Part 2 - Queen Anne Plan" describes in detail the Goals and Policies and Specific Plans (Key Integrated Strategies) and presents the Planning Recommendations in Matrix or tabular format. Part 2 also includes a discussion on Queen Anne's Character and a section of Parks and Open Space. Goals & Policies are provided for each major topic area, including Community Character, Human Services/Housing, Land Use, Parks & Open Space, Traffic & Transportation, and Business Districts. Seven Specific Plans are described in detail as integrated projects,

linking together individual Planning Recommendations which are referenced in the Matrix. "Part 3 - Appendices" presents various technical and process-related materials and information which were used to develop the plan concepts and recommendations as well as the SEPA Checklist.



The *Queen Anne Plan* is based on three distinct, but interrelated components. The first element, "Goals & Policies," provides a framework of articulated values upon which the plan and its actions were conceived. These have been articulated for each of the major topic areas which were also the focus of the overall planning process. A second component, "Planning Recommendations," provides an extensive set of discreet actions identified during the process and recommended by the participants. These recommendations respond to the issues identified early in the process and constitute the individual building blocks of the plan. Each action is described in detail. The third component, the "Specific Plans," combines the individual recommendations into integrated projects or "Specific Plans." Each of the 7 Specific Plans is conceptualized as a substantial stand-alone community improvement as well as an integral part of the overall *Queen Anne Plan*.

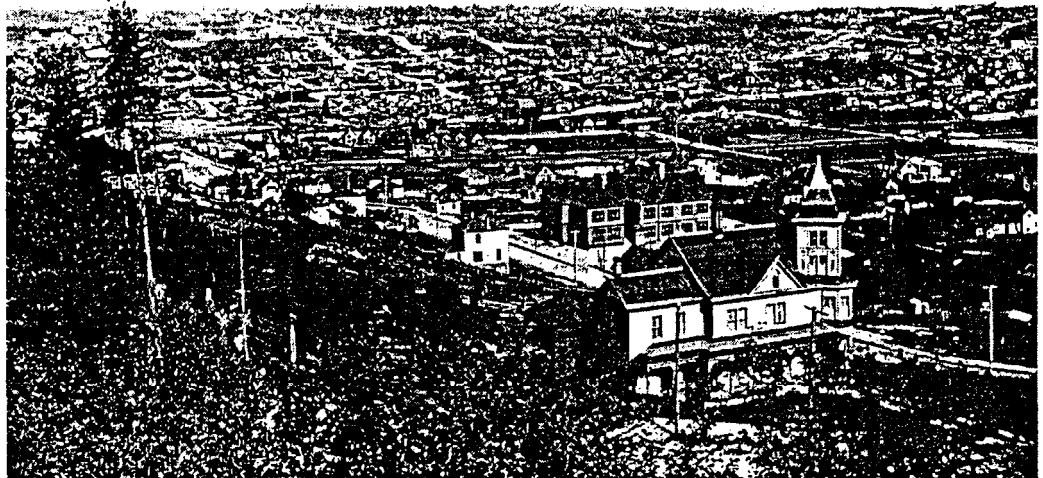
The *Queen Anne Plan* is intended to be a 20-year plan. Many of the actions

recommended are immediately implementable. Other actions or projects may require longer periods to implement. In some instances, additional study or analysis may be required before an action can be undertaken. No overarching timeline has been

attached to the various plans and

actions proposed, although the City of Seattle will be identifying Planning Recommendations as either "Near-Term" or "Long-Term" for their implementation planning. Many recommendations have been included to remedy a perceived existing backlog of necessary urban improvements, and these are considered top priority for early implementation. Some recommendations focus on community implementation and the subsequent participation of identified community organization and actions which will not require direct City of Seattle participation. Implementation of these community-oriented actions will be based on the availability of volunteer effort and the interest of community organizations. Many recommendations are perceived to be implementable (or potentially started) within a near-term timeframe, however, and this has been defined as within six years, consistent with a 6-year Capital Improvements Program (CIP).

The Queen Anne Plan has grown out of Queen Anne's history and present circumstances as well as the perceptions of today's Queen Anners. Queen Anne is one of Seattle's oldest and most established neighborhoods. It is characterized by its urban form and the influence of Seattle Center. Queen Anne Hill which provides its unique topography. The community has historically developed in many physical and cultural directions. Queen Anne Hill is home to many of Seattle's finest older houses, but it is also a place where turn-of-the century architecture sits side-by-side with 1950's duplexes. Views are coveted on Queen Anne's slopes, and these areas are densely developed into single-family and multifamily neighborhoods reflecting different aesthetics and periods of development regulation. The once sleepy Queen Anne Hill business district has recently become a trendy retail destination. Uptown Queen Anne (Lower Queen Anne) is known for mixed use and multifamily housing, mid-rise office buildings, small media-related businesses, and Seattle Center.



View Southeast from Queen Anne Hill, ca. 1910

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Major north-south avenues provide access through Uptown Queen Anne (e.g., Queen Anne Avenue, 1st Avenue North, and 5th Avenue North) and Seattle's most infamously congested roadway (Mercer Street) bisects the community west-to-east. Seattle Center and the world-famous Space Needle dominate the landscape of Queen Anne south of the hill. This regional complex of museums, cultural venues, sports, and entertainment draws large crowds as well as traffic and makes parking for local residents and businesses difficult. Different parts of Queen Anne are home to different populations, as well. Lifestyle and economic differences are pronounced. Uptown Queen Anners are largely single individuals with lower household incomes than residents of the hill. Residents are most often young adults and seniors. In contrast, residents of the hill tend to be middle-aged and many households enjoy higher incomes (i.e. double incomes). Community priorities and points of view can vary considerably. Collaborative community planning in Queen Anne required recognizing all of these differences.

The *Queen Anne Plan* is the result of many Queen Anners collaborating on a broad framework for the future of the community. The first phase of the process was initiated by community activists and community organizations. Many of the individuals involved early in the process had previously been involved in early planning efforts for projects such as the *Revised Goals and Policies and Limited Action Plan for Queen Anne Hill* (Queen Anne Goals & Policies, 1992) and *Picture Queen Anne* (1996). Institutional stakeholders soon became involved and participants formed a planning coalition. Some of the initial participants continued with the process via the coalition, and new members became involved either individually or as an organizational representative. The coalition organized a formal planning committee. New participants were again encouraged to take an active role, and they filled many positions. Throughout this ongoing effort, participants have labored toward the common goal of collectively defining their vision of Queen Anne and have sought to find the best means to have that vision become a reality. The strength of the effort is that it has continued forward despite changes in personality and process. *The Queen Anne Plan* represents the effort of everyone who has had a hand in creating it.

The plan provides a blueprint for action. It is not intended to detail every action sought over the 20-year plan horizon, although the Recommendations Matrix (Section IV) does provide a significant level of project specificity. The *Queen Anne Plan* was created from the "ground up." Initially, solutions were sought to remedy existing issues identified early in the process. These ideas soon began to coalesce into themes or larger projects which were then further elaborated. Discussion groups and group events helped these concepts gel into the "Specific Plans" described in Section 4.0. The individual solutions or Recommendations (Section 5.0) continue to stand on their own, however, and can be implemented on their own or with the Specific Plans in mind. Many Planning Recommendations are applicable to more than one Specific Plan. This document provides the universe of recommended actions for Queen Anne and is intended to provide an important resource for future community action.

1.2 QUEEN ANNE VISION

The Queen Anne Vision Statement was identified during Phase I of the community planning process. The **V**ision Statement articulates the community's chosen self-image and provides a direction or reference for subsequent planning processes.

The Queen Anne Vision is as follows:

*Queen Anne, a **varied** and exciting community in the heart of the city, is embarking on a planning process to achieve a future with:*

- *A unique community character, both **physical** and social, which expresses its history, extraordinary assets and talented **people**;*
- *A sense of community and cohesiveness, marked by friendliness, communication and caring **for** each another:*



- *A community of active and engaged people, striving to meet local recreational, social, educational and service needs;*
- *Varied housing opportunities for a diverse population, especially including strong single family neighborhoods and attractive multifamily **neighborhoods**;*
- *Pleasant and **safe** streets and paths that encourage walking and bicycling;*
- *A sense **of steward&p** toward and awareness **of** the natural environment;*
- *Convenient access by transit and car, both within the community and to other areas;*
- *Vital commercial areas meeting local needs and, where suitable, regional needs **for** goods, services, entertainment, **recreation and** jobs;*
- *Attractive parks and natural areas **for** active recreation and quiet enjoyment;*
- *A feeling that persons and property are safe; and*
- *A vibrant Seattle Center, as both a valuable community resource and a premier regional amenity.*

1.3 PLANNING PROCESS

The Queen Anne neighborhood planning process was undertaken as part of the City of Seattle's Neighborhood Planning Program and has sought to build consensus around a community-defined approach to Queen Anne's future. *The Queen Anne Plan* represents the culmination of the efforts of community volunteers who organized, identified an appropriate community process, envisioned Queen Anne's future, and worked to construct a blueprint for its realization. The process was open to all Queen Anne stakeholders - residents, property owners, business owners, and employees, and hundreds volunteered their time to meet and move the process forward. In addition, the process included an extensive **community-outreach** effort through which many more Queen Anners had opportunities to voice their **opinions** on issues and recommend solutions.



Queen Anne Hill South Slope, ca. 1890

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Three organizational entities were involved in the planning process - the Queen Anne community, the City of Seattle, and a consultant planning team. Two sequential community planning organizations - the Queen Anne Planning Coalition and the Queen Anne Planning Committee (QANPC) directed the overall process through two distinct project phases. The City of Seattle's Neighborhood Planning Office guided the effort, providing continuous support through dedicated

neighborhood planning project managers. A consultant planning team, selected by the QANPC and working closely with the organization, helped coordinate issues identification and outreach, provided



technical planning support, and drafted the *Queen Anne Plan* document. All three of these groups participated fully and worked as a community planning team.

The process included three distinct stages. The “Pre-Planning Phase” (1995 - Summer 1996) focused on organizing interested community members into an organization dedicated to community planning. Efforts at this stage were largely community-driven by residents, business owners, and institutions interested in working on a neighborhood plan. The City of Seattle’s Neighborhood Planning Program was getting underway at this time and various Queen Anne groups and individuals were exploring the potential for creating their own plan. Eventually, these efforts led to the creation of the Queen Anne Neighborhood Planning Coalition, an informal assembly of interested community organizations, institutions, and individuals.

With the formation of the Coalition, the process entered what the City’s Neighborhood Planning Program termed “Phase I” (Summer 1996 - Summer 1997). The Neighborhood Planning Office (NPO) assigned a project manager to help coordinate the process, and the Coalition selected a Phase I consultant planning team to assist with technical matters. The focus of Phase I became community outreach - getting as many people involved as possible, issues identification, visioning, and “planning-to-plan” or setting up the structure to undertake a technical planning scope of work. Many people participated during this stage, and the identification of important issues and the determination of the direction the process should take were major challenges. Another challenge involved the decision about whether different neighborhoods in Queen Anne should plan together or apart. Phase I culminated with the identification and prioritization of community issues, the drafting of a Queen Anne Vision Statement, the structure and assembly of a Planning Committee for the next phase of the process, and a preliminary planning work plan or scope of work. The Coalition completed all of these tasks and decided to plan as one Queen Anne neighborhood encompassing many subareas with both a designated Urban Center and an Urban Village.

Phase I included a considerable community outreach process which included regularly scheduled meetings at **Bayview** Manor on Queen Anne’s south slope, informal committee and focus group meetings, community-wide events at the Space Needle, McClure Middle School, and Seattle Center, a community survey/mailler to households in Queen Anne, and regular notices in the *Queen Anne News* and other venues. A more detailed recount of Phase I, the outreach efforts, and the issues identified can be found in the *Queen Anne Neighborhood Planning Program Phase I Outreach Report* (May 1997).

The third stage of the process, “Phase II,” began under the guidance of the new planning organization - the Queen Anne Planning Committee (QANPC) which included a more formal committee structure and decision making process. A four-member Executive Committee was identified to include a chair, vice chair-secretary, community relations coordinator, and treasurer. Seven Topical Committees were organized around each of the major issue topic areas identified - Community Character, Human Services/Housing, Land Use, Parks & Open Space, Traffic & Transportation, Business Districts, and Public Safety. In addition, three Geographic Committees were organized to ensure adequate outreach and representation throughout Queen Anne. These included the Urban Center Committee, the Urban Village Committee, and the Overall Queen Anne Committee (representing areas outside of the Urban Center and Urban Village). A chair was identified for each committee and committees actively sought participants.

The QANPC provided its own organization with assistance from the NPO project manager and the Phase I consultant team. A facilitated “retreat” was held to acquaint new committee members with the process and one another. The NPO project manager provided early direction during Phase II and helped the group move swiftly into the process. The QANPC refined the work program prepared during Phase I and selected its Phase II consultant planning team. The same consultant team was chosen to continue with Phase II with the addition of specialists corresponding to the identified topical areas. The planning team was managed by a project coordinator/administrator who worked closely with the QANPC and NPO. Planning specialists in transportation, land use, housing, historic preservation, parks planning, business districts, and urban design worked along with the QANPC



during Phase II to help the QANPC and Topical Committees analyze issues and identify solutions. Each Topical Committee was assigned at least one planning consultant.

With the QANPC structure in place and consultant planning team selected, Phase II moved quickly through the fall and winter of 1997-98. The work program was refined and topical planning work was initiated. A Phase II outreach strategy included a community-wide event (January 1998) at McClure School. This was a well attended event which provided many opportunities for stakeholders to learn about the process and the issues and comment with their ideas about potential solutions. The most successful element of the event was a series of successive "roundtable" discussions on each topic, where groups of individuals shared knowledge and ideas on solutions to the issues identified. The event drew about two hundred participants overall, and many stayed for organized discussions and follow-up conversations. Each Topical Committee was responsible for its own community outreach under the belief that each topic would have its share of interested stakeholders. Most Topical Committees had good participation at scheduled meetings and most undertook additional outreach efforts, including tours and scheduled events. For example, the Transportation Committee held a major event during January 1998 to discuss bicycle and pedestrian issues and planning concepts. This was a day-long event held at Seattle Center on a Saturday and was well-attended. The Community Character and Human Services/Housing Topical Committees staged several tours of Queen Anne and other neighborhoods to discuss issues and ideas. These events were publicized in the Queen Anne News and elsewhere within the community.

Phase II was not without its share of challenges, however. Decision-making within such a large organizational structure required time and diligence. In addition, such an inclusive process required all the participants to exercise tolerance toward a range of closely-held points-of-view. For the most part, the organization was able to accept these challenges and find the appropriate balance to move forward. Unfortunately, not all early participants were able to work together under these circumstances, and some chose not to continue participating. Despite these downturns, the majority of community participants stayed with the process, met regularly and often, performed the tasks that they had set for themselves, and selected the recommendations they felt best addressed the community's issues or needs.

1.4 ISSUES IDENTIFIED

The following issues were identified during Phase I of the planning process and provided the direction for Phase II planning:

Character

- *Potential loss of older buildings*
- *Threats to our unique historic character*
- *Unattractive parking lots*
- *Unattractive/incompatible buildings*
- *Changes to character of the Historic Boulevard*
- *Environmental deterioration, such as air pollution*
- *Unpleasant streets, lacking trees*
- *Too much litter/graffiti*
- *Threats to Seattle Center as a local resource for entertainment, recreation and open space*
- *Too little public/community art*
- *Poor integration of Seattle Center with the surrounding neighborhood*
- *Lack of community center/meeting place on Lower Queen Anne*

Human Services/Housing

- *Increasing homeless population*
- *Lack of affordable housing*
- *Rapidly increasing rents*



- *Concerns about local schools*
- *Decreasing sense of community and caring*
- *Potential loss of characteristics that are attractive to families (in the broadest sense) with children*
- *Potential decrease in population diversity (age, income, lifestyle)*
- *Decreasing range of option in housing types*
- *Potential **gentrification***
- *Relatively little cultural diversity*
- *Lack of clear identity and sense of community, Lower Queen Anne*
- *Inadequate access to human services*
- *Too little cooperation and communication between Upper and Lower Queen Anne*

Lund Use

- *Too-rapid growth*
- *Increasing building size and density*
- *Threats to single family neighborhoods*
- *Potential for re-zoning*
- *Blockage of views*
- *Urban village boundary uncertainty*

Parks

- *Potential loss of open **space/natural/environmentally** critical areas*
- *Lack of public open space (especially in Lower Queen Anne)*
- *Too few **playfields**, playgrounds, P-patches and green spaces*
- *Poor park maintenance and safety*

Traffic - Transportation

- *Extreme congestion during peak hours and Center events*
- *Excessive **traffic** on major streets*
- *Poor freeway access and **congestion/Mercer** Corridor*
- *Inadequate parking for shops/office*
- *Excessive **traffic/speeding** in residential areas*
- *Too much auto use*
- *Inadequate parking for multifamily and single family areas*
- *Poor pedestrian safety*
- *Inadequate parking for Seattle Center events/activities*
- *Unsafe sidewalks and crosswalks*
- *Decreased pedestrian friendliness/poor scale of streets*
- *Limited transit service except downtown*
- *Too few bicycle paths*
- *Too few transportation options in general*
- *Inadequate bicycle/pedestrian connections*
- *Poor connections between lower and upper Queen Anne*

Business

- *Threats to the character of the streets*
- *Businesses inappropriate for the area*
- *Deteriorating condition and appearance of business areas*
- *Lack of local support for small businesses*
- *Need for specific types of new businesses*
- *Threats to the vitality of commercial areas*



Public Safety

- *Too much crime and panhandling*
- *Too little police presence*
- *Too little crime prevention activity*
- *Inadequate street lighting*

These issues were listed in the *Queen Anne Neighborhood Planning Program Phase I Outreach Report* (May 1997). A similar listing with scoring from the Phase I Community Mailer was also included in the report.

1.5 GUIDING PRINCIPLES

The QANPC evolved an informal set of Guiding Principles as its experience with the collaborative process grew. These operating principles were based largely on the Queen Anne Vision.

The process should:

- Make every reasonable attempt to involve the many talents and interests of the people of Queen Anne and foster community and cohesiveness;
- Respect the ideas and opinions of all participants;
- Use Robert's Rules of Order in the decision-making process, but seek to achieve consensus by reasonable means;
- Seek to find reasonable solutions to address the issues that will face Queen Anne in the future;
- Respect Queen Anne's physical and social environments as well as its history;
- Plan to meet the existing and future needs of the people of Queen Anne;
- Recognize the needs of Queen Anne's existing single-family and multifamily neighborhoods while seeking to provide future housing opportunities;
- Promote environmental stewardship;
- Recognize the importance of access to and from and within the community;
- Recognize the importance of Queen Anne's business districts and the business community;
- Recognize the importance of Queen Anne's parks and natural areas for active recreation and quiet enjoyment;
- Promote public safety;
- Define a positive role for Seattle Center.

